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#### THE CITY OF SAN DIEGO

## REPORT TO THE CITY COUNCIL

DATE ISSUED: September 19, 2008

**REPORT NO: 08-130** 

ATTENTION:

Council President and City Council

City Council Meeting of September 23, 2008

SUBJECT:

FY 2009 Homeless Emergency Winter Shelter Program

REFERENCE:

None.

#### REQUESTED ACTION:

- Find that a significant number of persons within the City of San Diego are without the ability to obtain shelter, and that the weather conditions during the cold weather season result in a threat to the health and safety of those persons.
- Declare a homeless shelter crisis to exist in the City of San Diego.
- Approve the FY-2009-Homeless Emergency-Winter Shelter-Program.
- Authorize the City Comptroller to accept, appropriate, and expend any and all additional contributions, private donations, interest earnings, and other City funds associated with the Homeless Emergency Winter Shelter Program, for the operation of that Program.
- Designate the site for the FY 2009 Homeless Emergency Winter Shelter Program's Single Adult Shelter Program to be the vacant lot located at Island Avenue/16<sup>th</sup> Street/ J Street/15<sup>th</sup> Street.
- Authorize the Mayor or his designee to negotiate and execute an agreement and/or other necessary documents to utilize the vacant lot located at Island Avenue/16<sup>th</sup> Street/ J Street/15<sup>th</sup> Street

#### **STAFF RECOMMENDATIONS:**

Adopt the requested actions.

#### SUMMARY:

City Council Policy 000-51, "Comprehensive Homeless Policy" (revised April 21, 2003), serves as the City's framework for addressing homeless issues. The policy supports the operation of an emergency shelter and the federal continuum of care model, whereby the City, in coordination with businesses, social services agencies, community groups, and other jurisdictions, assesses needs and promotes programs that restore people who are homeless to their optimum participation in the community.

#### Declaration of Homeless Shelter Crisis

In January 2008, the Regional Task Force on the Homeless reported an estimated 4,082 homeless individuals living in the City of San Diego. Of those, 2,424 were in year-round shelters. Added to the lack of available shelter beds are the weather conditions during the cold weather season

that create the potential to adversely impact the health and safety of homeless individuals living outside on a long-term or constant basis. Given the existing shortage of available shelter beds, it is recommended that a homeless shelter crisis be declared in the City of San Diego and that the FY 2009 Homeless Emergency Winter Shelter Program (HEWSP) be adopted to provide shelter services to approximately 400 homeless individuals. Program partners include the San Diego Housing Commission, the County of San Diego's Health and Human Services Agency (health care workers and case managers), and various non-profit and veteran agencies who provide support services at no cost to the City's Homeless Emergency Winter Shelter Program. The City's designated 120-day period of operation for the FY09 HEWSP will be December 3, 2008 through April 1, 2009. The budget for the FY 2009 HEWSP was approved by City Council on May 6, 2008 (R-303663).

#### Veterans Shelter Program

Up to 150 homeless male veterans will be housed in a sprung structure each night at the SPAWAR location in the Midway are. Shelter participants will have access to programmatic services seven days a week, twenty-four hours a day. The operator at this site will be Veteran's Village of San Diego, who will be responsible for operations and services, and for gathering appropriate information on shelter participants.

#### Family Emergency Shelter

The family emergency shelter program will be provided through a City and County collaborative with the YWCA and San Diego Rescue Mission (SDRM). The designated funding to the County provides for hotel/motel vouchers and case management services. The SDRM will be the point of entry. While in the SDRM program, families will be assessed and assigned case managers. Using vouchers, families will be moved to a hotel or motel for up to 30 days and will continue case management services. Once families have completed their eligibility criteria, they will then be placed in the Cortez Hill Family Center, the City's year-round transitional housing program, or other suitable programs. For up to four months, while in transitional housing, families will work on issues and causal factors that contributed to their homelessness. Case-management, enriched services and other appropriate services will provide families a better chance to regain self sufficiency and increase their ability to return to a mainstream lifestyle in permanent housing. The SDRM emergency shelter hours are 6 p.m. to 7 a.m. seven days a week. The hotel vouchers provide 24-hour housing, as does the Cortez Hill Family Center. This program provides case management for each family from the County's Family Self-Sufficiency Programs.

#### Single Adult Shelter Program

The operator at this site will be the Alpha Project for the Homeless. Up to 200 single men and women shelter participants will have access to programmatic services seven days a week, twenty-four hours a day. Alpha Project for the Homeless will be responsible for operations and services, and for gathering appropriate information on shelter participants.

As a result of client healthcare issues identified at the shelter in FY 2006, St. Vincent de Paul Village and UCSD School of Medicine have again agreed to provide the leadership and support for a healthcare collaborative. The collaborative, which will operate five days a week, includes County medical, mental health, and case management contract agencies, and the Pt. Loma Nazarene University School of Nursing. Together, they will address the medical and mental health treatment

needs (and crises, as identified), and provide basic screening, referral, and follow-up for clients participating in the Single Adult Shelter Program. The City will contract with St. Vincent de Paul Village, who will act as the lead agency for these supportive services.

#### Single Adult Shelter Program Site

In FY 2008, the Single Adult Shelter site was approved at the Tailgate Park location. However, this site was made available as a one-time option. Economic Development Division was once again requested to pursue alternative locations for the operation of the Single Adult Program in FY 2009. With assistance from Centre City Development Corporation (CCDC), a property search to identify potential locations was completed. After identifying and evaluating thirteen (13) sites, twelve (12) were eliminated as unsuitable and one (1) was seen as a viable possibility. The following minimum requirements were used to evaluate potential sites for relocation of the Single Adult Program's shelter sprung structure:

- The footprint of the single adults' shelter sprung structure is 60' x 180'. For purposes of conducting shelter operations, an area of 65' (width) x 500' (length), or larger of paved, flat, relatively level space to accommodate the needed infrastructure for sanitation, food service and medical support;
- Proximity (easy walking distance) to public transportation or mass transit;
- Availability of electrical and water hookups;
- Near "core City area"; and
- Minimal disruption to the surrounding area.

The following sites were evaluated for potential location of the Single Adult Shelter:

LOCATION	SUITABILITY
Bay View Med Center - 26th &	Site is located in the middle of historic residential area; parking
Island	lot; not ADA accessible; too far from County and other social
	services (East Village services); no mass transportation
22 <sup>nd</sup> Street & Commercial	Private parcels (school district?); property geared for
	construction; street not big enough; trolley traffic
Pier One property next to	Private property; top lot sloped; area too small; currently used as
Mission Brewery (Kettner	car storage (rental car company); lower lot not ADA accessible;
between Washington &	area not wide enough; too small; no mass transportation; too far
Palm/Hancock)	from County and other social services
Vacant/underutilized Properties	Private properties; unsafe access due to traffic volume and speed
on Pacific Highway (between	from Pacific Highway; sloped parking lots; currently utilized as
Palm & Laurel)	paid Park & Go parking lot; parking business will stop
	generating income if area closed
17 <sup>th</sup> & Imperial	Sloped; too close to freeway; possible contamination;
	unimproved lot; Phase 1 required; street not wide enough;
	freeway off-ramp crossing dangerous; not ADA accessible
17 <sup>th</sup> & G	Heavy construction parking lot not big enough; street closure not
	wide enough;

17 <sup>th</sup> & Market	Street closure; area too small; too sloped; private parking lot next to gas station
16 <sup>th</sup> & C	Private property; close to Neil Good Day Center; construction in all four corners and in parking lot; street closure – too much slope next to 17 <sup>th</sup> ramp; not big enough; street too narrow
Island/16 <sup>th</sup> /J/15th	Vacant lot; private owner willing to make site available to the City; site is dirt and will require clearing, grading & AC pavement; surrounding sidewalks need repair; temporary on-site power & lighting will be required; southerly ½ of lot would require significantly more work; northerly ½ of lot is best for tent location
NW Corner of Broadway & Park/ 12 <sup>th</sup> & Broadway	Smart corner; no available space; two private parking lots; too small; 12 <sup>th</sup> & Market currently utilized for parking; street closure not possible
Front & Cedar	Private parking lot; too small; sloped; too close to freeway; dangerous crossing; no public transportation
I-5 Offramp at B & C	Area way too small
State, Union & Ash	Private parking lot utilized; too small; too much slope; street closure – not wide enough

The vacant lot located at Island Avenue/16<sup>th</sup> Street/J Street/15<sup>th</sup> Street was noted as the only site physically suitable and available to the City for the single adult shelter's sprung structure and corresponding services.

### FISCAL IMPACT:

There is a net zero impact to the General Fund from this action.

#### PREVIOUS COUNCIL AND/OR COMMITTEE ACTION:

FY 2009 Social Services Program Allocation; Council Action: May 6, 2008.

### COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

None.

#### KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Impacts on residents, schools and businesses from additional homeless in the areas of: Residents and businesses in East Village community.

Scott Kessler

Deputy Director

Economic Development Division

William Anderson

Deputy Chief Operating Officer City Planning and Development

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## EXECUTIVE SUMMARY SHEET

CITY OF SAN DIEGO

DATE ISSUED:

ATTENTION: Council President and City Council ORIGINATING DEPARTMENT: City Planning & Community Investment

SUBJECT:

FY 2009 Homeless Emergency Winter Shelter Program

COUNCIL DISTRICT(S):

Citywide

CONTACT/PHONE NUMBER:

Scott Kessler (619) 236-6421

#### **REQUESTED ACTIONS:**

- Find that a significant number of persons within the City of San Diego are without the ability to obtain shelter, and that the weather conditions during the cold weather season result in a threat to the health and safety of those persons.
- Declare a homeless shelter crisis to exist in the City of San Diego.
- Approve the FY 2009 Homeless Emergency Winter Shelter Program.
- Authorize the City Comptroller to accept, appropriate, and expend any and all additional
  contributions, private donations, interest earnings, and other City funds associated with the
  Homeless Emergency Winter Shelter Program, for the operation of that Program.
- Designate the site for the FY 2009 Homeless Emergency Winter Shelter Program's Single Adult Shelter Program to be the vacant lot located at Island Avenue/16<sup>th</sup> Street/15<sup>th</sup> Street.
- Authorize the Mayor or his designee to negotiate and execute an agreement and/or other necessary documents to utilize the vacant lot located at Island Avenue/16<sup>th</sup> Street/J Street/15<sup>th</sup> Street

#### STAFF RECOMMENDATIONS:

Adopt the requested actions.

#### SUMMARY:

In January 2008, the Regional Task Force on the Homeless reported an estimated 4,082 homeless individuals living in the City of San Diego. Of those, only 2,424 were in year-round shelters. Added to the lack of available shelter beds are the weather conditions during the cold weather season that create the potential to adversely impact the health and safety of homeless individuals living outside on a long-term or constant basis. Given the existing shortage of available shelter beds, it is recommended that a homeless shelter crisis be declared in the City of San Diego and that the FY 2009 Homeless Emergency Winter Shelter Program (HEWSP) be adopted to provide shelter services to approximately 400 homeless individuals. The City's designated 120-day period of operation for the FY09 HEWSP will be December 3, 2008 through April 1, 2009. The budget for the FY 2009 HEWSP was approved by City Council on May 6, 2008 (R-303663).

The HEWSP consists of three separate programs: Veterans Shelter, operated by Veteran's Village of San Diego; Family Emergency Shelter, operated by the County of San Diego; and Single Adult Shelter, operated by Alpha Project for the Homeless.

#### Single Adult Shelter Program Site

In FY 2008, the Single Adult Shelter site was approved at the Tailgate Park location. However, this site was made available as a one-time option. Economic Development Division was once again requested to pursue alternative locations for the operation of the Single Adult Program in FY 2009. With assistance from Centre City Development Corporation (CCDC), a property search to identify

potential locations was completed. After identifying and evaluating thirteen (13) sites, twelve (12) were eliminated as unsuitable and one (1) was seen as a viable possibility. The following minimum requirements were used to evaluate potential sites for relocation of the Single Adult Program's shelter sprung structure:

- The footprint of the single adults' shelter sprung structure is 60' x 180'. For purposes of conducting shelter operations, an area of 65' (width) x 500' (length), or larger of paved, flat, relatively level space to accommodate the needed infrastructure for sanitation, food service and medical support;
- Proximity (easy walking distance) to public transportation or mass transit;
- Availability of electrical and water hookups;
- Near "core City area"; and
- Minimal disruption to the surrounding area.

The vacant lot located at Island Avenue/16<sup>th</sup> Street/J Street/15<sup>th</sup> Street was noted as the only site physically suitable and available to the City for the single adult shelter's sprung structure and corresponding services.

#### FISCAL CONSIDERATIONS:

There is a net zero impact to the General Fund from this action.

#### PREVIOUS COUNCIL and/or COMMITTEE ACTION:

FY 2009 Social Services Program Allocation; Council Action: May 6, 2008.

## COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

None.

#### **KEY STAKEHOLDERS AND PROJECTED IMPACTS:**

Impacts on residents, schools and businesses from additional homeless in the areas of: Residents and businesses in East Village community.

Scott Kessler

**Deputy Director** 

**Economic Development Division** 

William Anderson

Deputy Chief Operating Officer City Planning & Development

RESOLUTION NUMBER R
DATE OF FINAL PASSAGE

A RESOLUTION OF THE COUNCIL OF THE CITY OF SAN DIEGO REGARDING THE FY 2009 HOMELESS EMERGENCY WINTER SHELTER PROGRAM.

WHEREAS, on June 12, 1995, the City Council adopted City Council Policy 000-51, "Comprehensive Homeless Policy" (revised April 21, 2003), which has served as the City's framework for addressing homeless issues; and

WHEREAS, City Council Policy 000-51 supports the operation of emergency shelters and the federal Continuum of Care model, whereby the City, in coordination with businesses, social service agencies, community groups, and other jurisdictions, assess needs and promotes programs that restore homeless persons to their optimum participation in the community; and

WHEREAS, in January 2008, the Regional Task Force on the Homeless reported there was an estimated 4,082 homeless individuals living in the City of San Diego, and of those, approximately 2,424 are sheltered year-round; and

WHEREAS, the weather conditions during the cold weather season create the potential to adversely impact the health and safety of homeless individuals living outside on a long-term or constant basis; and

WHEREAS, the City of San Diego desires to respond to the needs of the homeless during the cold weather season of 2008-2009 by providing funding to initiate programs and services; and

WHEREAS, on May 6, 2008, the City Council adopted Resolution No. R-303663, in which the City Council approved, among other things, the allocation of a total of \$680,000 (\$217,891 in Emergency Shelter Grant funds, \$82,109 in Community Development Block Grant funds and \$380,000 in San Diego Housing Commission funds) for the operation of the FY 2009 Homeless Emergency Winter Shelter Program [Program] (known in FY 2007 as the Homeless Emergency Shelter Program, and prior to that as the Winter Shelter Program); and

WHEREAS, in FY 2008, the Single Adult Shelter site was approved at the Tailgate Park location as a one time option; and,

WHEREAS, with the assistance from Centre City Development Corporation (CCDC), a property search to identify potential locations was completed; and,

WHEREAS, after identifying and evaluating thirteen (13) sites, twelve (12) were eliminated due to problems associated with the site's footprint, proximity to public transportation, availability of water, availability of electricity, proximity to "core City area" and disruption to the surrounding area; and,

WHEREAS, the vacant lot located at Island Avenue/16<sup>th</sup> Street/J Street/15<sup>th</sup> Street was the only site physically suitable and available to the City for the single adult shelter's structure and corresponding services; and,

WHEREAS, the Program will serve approximately 400 persons each day, providing the participants (staying at the Single Adult, Veteran, and Family Emergency Shelters) access to programmatic services 7 days a week; NOW, THEREFORE,

BE IT RESOLVED, by the Council of the City of San Diego, as follows:

- 1. That the City Council hereby finds that a significant number of persons within the City of San Diego are without the ability to obtain shelter, and that the weather conditions during the cold weather season result in a threat to the health and safety of those persons.
- 2. That a homeless shelter crisis is declared to exist in the City of San Diego, in accordance with California Government Code section 8698.2(a)(1).
- 3. That the FY 2009 Homeless Emergency Winter Shelter Program [Program] is hereby approved, contingent upon certification of funds availability by the City Auditor and Comptroller.
- 4. That the City Comptroller is authorized to accept, appropriate, and expend any and all additional contributions, private donations, interest earnings, and other City funds associated with the Program, for the operation of the Program.
- 5. That the vacant lot located at Island Avenue/16<sup>th</sup> Street/J Street/15<sup>th</sup> Street is hereby designated as the temporary site location of the Single Adult Shelter for the FY 2009 Homeless Emergency Winter Shelter Program.

6. That the Mayor (or his designee) is directed to negotiate and execute an agreement and/or other necessary documents to utilize the vacant lot located at Island Avenue/16th Street/J Street/15th Street as the temporary site location of the Single Adult Shelter for the FY 2009 Homeless Emergency Winter Shelter Program APPROVED: MICHAEL J. AGUIRRE, City Attorney By Paul F. Prather Deputy City Attorney PFP:js 09/10/2008 Or.Dept: Planning & Comm. Inv. R-2009-286 I hereby certify that the foregoing Resolution was passed by the Council of the City of San Diego, at this meeting of ELIZABETH S. MALAND City Clerk Deputy City Clerk Approved: JERRY SANDERS, Mayor (date)

JERRY SANDERS, Mayor